Corrections and
Public Safety

Response to the Provincial Ombudsman Special Report

Inmate Services and Conditions of Custody in Saskatchewan Correctional Centres

May 2003

Executive Summary

Background

In June 1999, the Ombudsman's Office provided the Department of Justice with formal notice of the intention of the Ombudsman to conduct a review of inmate services and the conditions of custody in Saskatchewan correctional centres. Before the review was completed, on April 1, 2002 Adult Corrections became part of the new Department of Corrections and Public Safety.

This review was the result of investigations by the Ombudsman's Office of complaints by individual inmates on a variety of issues involving the manner in which services are provided and fairness in decision making.

The intent of the Ombudsman's Office was to work in a co-operative and non-adversarial manner to examine current Corrections policies and practices in the correctional centres which affect the delivery of services to inmates and the conditions of custody at each correctional centre. The review also accepted input from correctional staff, inmates, other components of the criminal justice system, and other agencies or individuals who are stakeholders in the corrections system.

On November 27, 2002, the Ombudsman released the final report called *Locked Out: A Review of Inmate Services and Conditions of Custody in Saskatchewan Correctional Centres.* The report contains a significant number of recommendations that are based on three key principles, as follows:

- The public has a vested interest in the rehabilitation and reintegration of inmates.
- Inmates are entitled to be treated with dignity and respect.
- Inmates are to be treated fairly and in accordance with the rule of law.

The Ombudsman's report identifies 13 areas that have the most impact on inmate services and conditions of custody. Those areas are:

- Bed space
- Case Management
- Medical Services
- Discipline
- Segregation
- Remand Inmates
- Regina Correctional Centre
- Correctional Services for Aboriginal Inmates
- Suicide and Self Injury
- Inmate Living Conditions
- Inmate Property Control
- Programming
- Staff Training

The report acknowledged that Corrections is making a significant effort to provide services to inmates despite the "increasing pressures on available bed space, out-of-date buildings and finite resources." The report also acknowledges that "Corrections' employees are genuinely interested in inmates and in their responsibility to help them address criminogenic and other needs."

The final document was shared with the correctional centres for their review and feedback. Based on the information and analysis provided, Adult Corrections developed an action plan to the 145 recommendations outlined in the report.

Definitions

The responses to the recommendations are separated into six categories:

+ ***Accepted and complete*** means Adult Corrections agree with what has been recommended and implementation has already occurred in the correctional centres.

+ ***Accepted in principle*** means the recommendation is accepted, but needs to be further reviewed and researched to determine the extent to which it is feasible to fully implement.

+ ***Accepted*** means Adult Corrections agree with what has been recommended and are going to implement the recommendation within an established timeframe.

+ ***Accepted with limitations*** means Adult Corrections accepts the intent of the recommendation and will implement within the limitations we face in the correctional centres.

+ ***Not accepted*** means the recommendation is not considered realistic or feasible to implement.

+ ***Recommendation is accepted for a specific correctional centre*** means the implementation of this recommendation is accepted based on centre specific needs.

Recommendations

- **Accepted and complete**

Of the 145 recommendations made by the Provincial Ombudsman, Adult Corrections identified 32 recommendations which have been achieved through reviewing of best practices in other jurisdictions, legislative changes and on going dialogue with the Ombudsman's office.

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For example, the Ombudsman recommended the correctional centres ensure that all documentation regarding inmate property are always completed properly. Adult Corrections finalized a divisional policy addressing this issue effective December 2002.

- **Accepted in principle**

There are 24 recommendations, which are accepted in principle and will be researched to determine the extent to which it is feasible to implement these recommendations. For example, the Ombudsman recommends Adult Corrections secure sufficient resources to implement the strategic correctional program plan. This recommendation has been identified and will continue to be a Key Action Item for the Department of Corrections and Public Safety.

The Assistant Deputy Minister of Corrections and Public Safety has established three working committees to assess the implications and requirements for implementing the changes recommended in these 24 recommendations. The working committees are the Deputy Directors of Security/Operations Working Committee, the Health Care Review Committee and the Secure Programming Advisory Committee.

- **Accepted**

There are 61 recommendations which are accepted and action plans are being developed in order to implement the recommendations in the provincial correctional centres. For example, the Ombudsman recommends Adult Corrections should ensure that inmates are aware that they can report a suspected theft to the police. The action plan developed for the implementation of this recommendation involves the development of an offender handbook.

- **Accepted with limitations**

There are 11 recommendations that are accepted with limitations; i.e. implementing the recommendations will be limited by the operational requirements and physical structure of the correctional centres. For example, the Ombudsman recommends suicidal inmates who have to be segregated and closely observed should be exposed to as much human contact as possible, and allowed as much freedom of movement as possible to minimize their sense of isolation. This recommendation is specific to the Regina Correctional Centre. The correctional centre is considering innovative ways to facilitate the freedom of movement at the same time as being cognizant of their unique safety and security issues.

- **Not accepted**

There are 17 recommendations, which are not accepted because these recommendations are not considered realistic or feasible. For example, the Ombudsman recommends double bunking for remand inmates only as an extraordinary, temporary measure in response to an emergency until other accommodation can be found. Realistically, Adult Corrections must continue to utilize double bunking until the high remand counts subside, or additional bedspace is approved.

RECOMMENDATION	NUMBER ACCEPTED	PERCENTAGE OF TOTAL RECOMMENDATIONS
Accepted and Complete	**32**	**22%**
Accepted in Principle	**24**	**17%**
Accepted	**61**	**42%**
Accepted with Limitation	**11**	**8%**
Not Accepted	**17**	**12%**

Commendations

The Ombudsman offers 19 commendations to Adult Corrections after acknowledging the limitations of resources, capacity and living conditions in the provincial correctional system. Some examples of the commendations are:

- ***The Regina Correctional Centre's genuine effort to comply with progressive correctional philosophy despite the challenges presented by inadequate and inappropriate facilities in the old part of the centre.***

  This is a significant commendation because it illustrates Adult Corrections' ability to maintain a level of service to the inmates, staff and the public even while continually challenged with the physical limitations of the Regina Correctional Centre.

- ***The implementation of progressive community-based programs that meet the need of both the community and the inmates, and at the same time reduces bed space demand in the correctional centres.***

  Adult Corrections shares the Ombudsman's concern about the increased count in the correctional centres. The Department of Corrections and Public Safety will not compromise public safety to alleviate increasing bed space demands but will continue to address criminogenic needs through community based programs.

- ***Corrections efforts to address the needs of inmates with FAS/FAE.***

  Adult Corrections has implemented a training module for employees specific to working with inmates with FAS/FAE.

- ***Achieving a reasonable balance between safety and liberty.***

  One of the guiding principles for Adult Corrections is the use of least restrictive measures, as a last resort.

Suggestions

In addition to the 145 recommendations the Ombudsman offers 16 suggestions. For example, creating a reference manual for discipline panel members, and offering bereaved family members or next of kin an opportunity to meet with inmates, staff and friends of the deceased inmate. These suggestions are welcomed and will be incorporated into the action plan for the recommendations Adult Corrections have accepted.

1. Bed Space

a) Incarcerate all inmates at the centre nearest their home geographic area.

Status: This recommendation is accepted.

Discussion: In 1995 a review of correctional facility bedspace needs was conducted. The recommendations of the review were as follows:

- Modify the catchment areas for admission of sentenced inmates to the Regina and Saskatoon Correctional Centres;
- Increase non-custodial management of lower risk sentenced and remand inmates through the use of the existing community-based inmate management programs; and
- Use a team of representatives from Justice, Social Services, Health and Aboriginal agencies to plan for any future secure bedspace.

Corrections has made concerted efforts to reduce the hardships associated with inmates being incarcerated away from their home areas through the current divisional policy on catchment areas.

Saskatchewan Corrections did modify the catchment areas in 1996 and in 2000 to better manage sentenced inmates from the Prince Albert and Northern catchment area, specifically through an increased effort to manage these inmates in facilities closer to their home areas.

However, inmates who are incarcerated in a correctional centre away from their home geographic area can request a transfer back to their community. This process is captured in Corrections divisional policy Security 0007 – Transfer of Inmates to Correctional Centres.

Corrections will initiate a further review of the current catchment areas to determine if additional revisions are warranted due to bed space demands.

b) Provide concessions to inmates who are incarcerated outside their home geographic area to compensate for their isolation. For example subsidize long-distance phone calls and travel expenses, and increase visiting privileges.

Long distance telephone calls

Status: This recommendation is accepted.

Discussion: Corrections will formalize in policy the subsidization of some long-distance telephone calls.

Geographic area is not necessarily the best measure to establish criteria for subsidizing phone calls. The correctional centres have inmates within their catchment area as far away from home as those outside the catchment area. Therefore, the correctional centres current practice is to review all requests on a case by case basis to ensure the hardships associated with being incarcerated outside the inmate's home geographic area are minimized. We intend to continue this practice.

Increasing visiting privileges

Status: This recommendation is accepted in principle.

Discussion: Corrections must take into consideration the operational requirements of the centres especially during periods of high count. The correctional centres are currently maximizing visiting privileges based on their operational limits, which includes the delivery of other programs (exercise, work, education and training program), the available staff and space limitations.

This recommendation may be a discussion issue we have with the communities when developing 'reintegration agreements,' coupled with the role the communities play in the case management of the inmate. Further, there may be some type of travel subsidization with the Department of Community Resources and Employment.

This recommendation is under consideration based on discussions with various stakeholders.

c) Limit the time that an inmate is incarcerated away from his or her home area.

Status: This recommendation is accepted and complete.

Discussion: The existing policy allowing inmate transfers is effective. Although inmate requests for geographical transfers may be restricted or limited due to overcrowding in the correctional centres, the correctional centres do make every attempt to grant inmate transfer requests, which meet the established criteria set out in divisional policy. The correctional centres also attempt to maximize the use of community facilities.

2. Inmate Living Conditions

a) Discontinue placing inmates in cells with no natural light, except as a temporary response to emergency bedspace demands.

Status: This recommendation is accepted with limitations.

Discussion: The North G area of the Regina Correctional Centre is generally used to house inmates serving short terms of incarceration or for those inmates who are to be discharged in the very near future. There have been on occasion, inmates who had requested to live in the North G area. These requests are granted if the inmate's security level is appropriate to that area.

The windows in this area are small and do limit the amount of natural light. However, based on the structural limitations of this particular area of the Regina Correctional Centre, enlarging the windows is not an option.

The Saskatoon Correctional Centre has dormitories where there is no natural light. However, inmates who are housed in the dormitories do have access to the common area where natural light is in abundance. The use of dormitories has assisted in limiting double bunking in the living units and alleviating some of the bedspace demands.

The Prince Albert Correctional Centre has four holding cells, which are without natural light. These cells are only used in overcrowding or extreme control situations.

The bedspace demands of the correctional centres has on occasion pressured the centres to use the less desirable areas. Corrections Division views this as a temporary response to emergency bedspace demands. We do and will make every attempt to minimize the use of these types of bedspace.

The replacement of the old portion of the Regina Correctional Centre, which is a top priority of the department, will address this concern.

b) Ensure that special diets are comparable in quality and variety to the regular diet.

Status: This recommendation is accepted and implementation is underway.

Discussion: Corrections is drafting divisional policy regarding special diets, which will follow the Canada Food Guide. Consequently, all correctional centres address the ongoing needs of inmates who require special diets on an individual basis. This is facilitated through the health care providers in the centres. The divisional directive will be complete by September 2003.

c) Provide all inmates with a minimum of one hour of meaningful exercise daily, not including time spent on personal hygiene, cell cleaning or other activities.

Status: This recommendation is accepted in principle.

Discussion: The out of cell times for inmates housed in the secure areas of the correctional centres has been the topic of discussion between the Provincial Ombudsman and the Department of Corrections and Public Safety for some time. The correctional centres are currently looking at ways to increase out of cell time for the high secure areas without compromising existing programs or processes. The Regina Correctional Centre presents the most problem with increasing out of cell time. Because of the age of the building, the physical layout and human resources, this recommendation may only come to fruition when the old portion of the jail is replaced.

The Regina Correctional Centre is relocating the East G segregation unit in order that increased out of cell times and outside exercise can be achieved. The existing East G will then be used for short-term placement. These changes are expected to be completed by July 2003.

The Prince Albert Correctional Centre offers 90 minutes daily of exercise to inmates housed in the Secure area. Inmates who have shown themselves at risk to others or themselves receive one hour out of cell time.

Pine Grove Correctional Centre does not differentiate between sentenced and remanded inmates. All inmates are cell placed based on their security rating. All inmates have the ability to participate in the correctional centres work, education and training program, leisure and recreational programming. The exception at Pine Grove is their Maximum Secure Unit. This unit operates as a 23-hour lock up unit. However, there are three types of programs, which operate out of this unit. Those inmates who have been placed in the unit for behavioural or security concerns will receive one hour of out of cell time. The second program is a modified lock up. The third program is a normal living unit program. The latter two programs address the needs of inmates who require separation from the general population to address behaviour concerns while on developmental and/or reintegration programs. These inmates have access to more open hours of outside exercise than those who are on the 23-hour lock up program.

The Saskatoon Correctional Centre is operating their exercise periods to its maximum capacity for general population inmates. In the secure and remand areas, inmates are offered the maximum exercise times based on the operational and programming requirements of the centre.

d) Comply with the requirements for annual fire inspections at all centres.

Status: This recommendation is accepted and complete.

Discussion: The Acting Senior Standards and Inspections Officer was assigned the task of developing an auditing process for the correctional centres. The purpose of this task was to ensure all centres were complying with divisional policy, legislation and centre specific standing orders.

A portion of the audit deals specifically with fire drills, fire regulations and emergency procedures. As of December 2002, an audit was completed at all the correctional centres. The results of the audit were very good in terms of compliance with divisional policy and *The Correctional Services Act*. The areas that were non-compliant were identified. The Directors were given the opportunity to correct the areas of non-compliance and report back to the Assistant Deputy Minister of Corrections and Public Safety. This has been completed. It is the intention that these audits will be conducted and reviewed annually.

Each area of the correctional centre is equipped with fire extinguishers and a fire evacuation plan. The audit mentioned above deals specifically with the inmate population and their familiarity with the fire evacuation plans.

e) Include a section on emergency procedures in an Inmate Handbook.

Status: This recommendation is accepted.

Discussion: An Inmate Handbook that includes emergency procedures will be developed and implemented as part of the unit orientation by September 2003.

f) Ensure that when inmates are stripped, it is done with minimum affront to their dignity and is not witnessed by members of the opposite sex, either directly or indirectly.

Status: This recommendation is accepted in principle.

Discussion: Corrections agree that strip searches should be conducted in a manner which allows the inmate to preserve dignity and self-respect to the greatest extent possible. Corrections recruit individuals based on professional attributes and qualities. The Induction Training Program further refines these attributes and qualities. This training emphasizes professional judgement, discretion and various work responsibilities. All Saskatchewan Correctional Centres employ female staff. The reality is female Corrections Workers will, during some time of their employment, encounter male inmates in a state of undress. The correctional centres have taken steps to minimize the amount of exposure to inmates being in a state of undress by constructing and installing privacy screens.

In reference to the Saskatoon Correctional Centre, administrative staff do not have line of sight observation to inmates being strip-searched upon admission. In order for this to occur, the staff member must be very close to the window and deliberately peer through the Admitting slot.

To eliminate the chance of observation, a door has been installed on the slot that is to be kept closed, especially during the times inmates are being admitted to the correctional centre.

The Pine Grove Correctional Centre has a designated area in the centre where strip searches are conducted. These areas are fully equipped with supplies that are required to conduct a strip search. All strip searches are performed in private and conducted in a professional manner.

Saskatchewan Corrections has concluded it is not appropriate to restrict female Corrections Workers to some specific areas of the correctional centres. Because of this, the Regina Correctional Centre does not have any gender restricted work areas. The Control Room does have females working the panel and observing the activities, which are occurring in the main centre and the living units. In those cases where inmates must remove their clothes to change into coveralls and when female staff are present, the inmate has access to privacy screens.

Strip searches performed in the Prince Albert, Saskatoon or Regina Correctional Centres are conducted in private and by male Corrections Workers. If female Corrections Workers are involved with the search, they are present to assist the male Corrections Worker, not to observe the inmate in a state of undress.

g) Draft policy to facilitate communications between newly admitted inmates and their family members or close relative, preferably on the first day of incarceration.

Status: This recommendation is accepted in principle.

Discussion: Corrections Division has concluded increased emphasis can be placed on facilitating phone contact with family and that this will be incorporated in the Inmate Handbook rather than divisional policy. Based on the professional judgement and discretion of the Corrections Worker, we believe that inmates have been and are allowed to make telephone calls to family members when requested. Additionally, inmates have access to Corrections Workers who are trained case managers as well as the Chaplain and Elder. These individuals can facilitate not only family contact but also deal with other immediate incarceration issues that may arise.

h) Ensure that both policy and practice recognize the special circumstances of inmates serving their first few nights in jail.

Status: This recommendation is accepted with limitations.

Discussion: The Regina and Saskatoon Correctional Centres are evaluating the feasibility of using one living area for an Admission/Assessment Unit, in order to achieve prompt assessments on new admissions. The anticipated result would be to quickly recognize the peculiar circumstances of newly admitted inmates such as uncertainty, intimidation and fear for their personal safety.

Based on the assessment, the appropriate placement of the inmate would be made to ensure their personal safety and alleviate some of the uncertainty. However, because the priority of the Regina Correctional Centre is the relocation of the East 'G' area, the proposed plan for an assessment unit has been delayed. The Saskatoon Correctional Centre is still researching this initiative in terms of its impact on bedspace demand and operational requirements. The current practice at the correctional centre upon admission is to ask a series of questions of the inmate. They are asked questions regarding their health status, family history and basic environmental history. If an inmate is assessed as high risk or is observed displaying some type of behavioural problem, the Corrections Worker will discuss their observation or concerns with the inmate and provide the appropriate counseling. They may also refer the inmate to the health care provider, team leader or supervisor.

At the Pine Grove Correctional Centre, the medical unit makes contact with all new admissions on the day of admittance.

This recommendation is accepted and this issue will be addressed in the Inmate Handbook and during unit orientation.

i) Take steps to eliminate the need for double bunking and dormitories.

Status: This recommendation is accepted with limitations.

Discussion: Overcrowding does occur in Saskatchewan Correctional Centres. Corrections has to utilize double bunking in the centres because of fluctuations in the count are very difficult to predict and the centres must ensure all inmates are placed in areas that are appropriate for their security levels and their own safety. Eligible inmates are transferred to community facilities such as the Community-Training Residence and Healing Lodge as quickly as possible to limit the use of dorms and double bunking.

j) Supply privacy screens for all toilets in cells.

Status: This recommendation is not accepted.

Discussion: Based on general safety and security reasons, we have not installed privacy screens in the cells of correctional centres. The correctional centres have tried to ensure all fixtures that may be used in an attempted suicide are eliminated.

The dormitories have washroom facilities separate and apart from the main dormitory area therefore, privacy is not an issue.

Safety and security issues and minimizing self-harm injuries are considered priority issues over privacy issues.

k) Screen incoming mail with the intended recipient present, unless that would be a security risk.

Status: This recommendation is accepted.

Discussion: The correctional centres will modify or amend their current process to screen incoming mail with the intended recipient present, unless this process could be deemed as a security risk. This will be implemented by September 2003.

l) Provide remand inmates in the Regina Correctional Centre with better access to a private telephone line.

Status: This recommendation is accepted.

Discussion: The Director of the Regina Correctional Centre supports this recommendation and will implement by June 2003.

m) Address the issue of blind spots on the second floor in Units 1, 2 and 3 in Prince Albert and Units A, B and C in Saskatoon.

Status: This recommendation is accepted with limitations.

Discussion: The Prince Albert and Saskatoon Correctional Centres have recognized this as a concern and have taken measures to address it. Staff are required to perform unit checks on a more frequent basis and document when they have been completed.
It is the opinion of the correctional centres that increased dynamic security and the team leaders presence on the unit will reduce the occurrences of assaults, theft and mischief in the blind spots.

n) Deal with the line-of-sight problems down cell corridors in Pine Grove and Regina.

Status: This recommendation is accepted.

Discussion: Aside from an increase of monitors or concave mirrors, the Regina and Pine Grove Correctional Centres use dynamic security to prevent incidences of assaults, theft and mischief.

Although these incidents will not be eliminated entirely, the correctional centres have taken the necessary steps (based on the structural limitations of the buildings) through increased dynamic security and staff presence to reduce the inappropriate behaviours amongst inmates.

Additional modifications will take place as resources allow at the Pine Grove Correctional Centre.

o) Tend to the design problems in Unit 4 at the Regina Centre.

Status: This recommendation is accepted and complete.

Discussion: In November 2002, the Regina Correctional Centre reinforced and insulated the external walls of Unit 4. This was completed to prevent inmates from escaping by digging though the wall.

A cost analysis of installing individual toilets in the Unit 4 cells determined the costs of doing so would be prohibitive.

As indicated in the Ombudsman's Report, " Due to the design problems with Unit 4, Corrections uses the unit only as a last resort. However, it is opened from time to time as count demands". Corrections has responded to the design problems of this unit by reinforcing the external walls. Inmates have access to the toilets between the hours of 12:00 a.m. and 7:30 a.m. Also, in the event the unit is on lock down, two staff are assigned to the unit to ensure all inmates are given the opportunity to use the toilets during the night. Therefore, with the reinforced walls and the individual cells being unlocked for the majority of the night, Corrections has taken all feasible measures to meet this recommendation

p) Address the substandard conditions in East and West G in the Regina Correctional Centre.

Status: This recommendation is accepted with limitations.

Discussion: The Director of the Regina Correctional Centre is proceeding with the re-location of this area. This task will provide much better accommodation for segregated inmates. For example, the unit will now have direct access to the courtyard for exercise and thereby allow greater out of cell time. Due to the need for cell spaces at the Regina Correctional Centre, East G will continue to be required for short-term inmates.

However, these changes are an improvement over the current situation. With respect to West G, it is primarily used for federal inmates awaiting transfer to a penitentiary or an appeal hearing, typically for less than 30 days. It is not used for segregation. There is no alternative space for these inmates, whom we believe should continue to be managed separately. We are continuing to work on the replacement of the entire centre block.

These units were built in the turn of the century and constructed with materials that do not adjust properly to climate changes. The correctional centre is taking all reasonable measures to fix and maintain the area to an acceptable standard.

q) Address the plumbing problems at Pine Grove.

Status: This recommendation is accepted with limitations.

Discussion: The Pine Grove Correctional Centre is a dated building that requires major updates in terms of its plumbing and heating problems. This issue has been identified as part of capital planning needs.

The Director addresses any plumbing problems as soon as they occur. This is an ongoing task at the centre that has a significant cost associated with it.

r) Take steps to bring temperature fluctuations in Pine Grove and the old part of the Regina Correctional Centre within reasonable limits.

Status: This recommendation is accepted and complete.

Discussion: Based on the structural designs of these centres, innovative ideas are used to ensure the inmates are not unbearably hot or freezing cold. Unit 4 of the Regina Correctional Centre has been reinforced and insulated. This will help reduce winter coldness. The staff members do give the inmates an extra blanket in the winter months, if needed. During the summer months, a window has been constructed that can be opened to increase the air circulation. Fans are also placed in the unit to circulate the air.

Similarly, Pine Grove Correctional Centre provides extra blankets in the winter and uses portable heaters in the units. In the summer 2002, an air exchanger was installed to allow for better air circulation. This provides some relief for the extreme heat fluctuations. Air conditioning for Pine Grove Correctional Centre has been identified as part of the Capital Planning process for the Department.

s) Maximize visiting hours for all inmates, with due consideration to security.

Status: This recommendation is accepted and complete.

Discussion: Based on the inmate population, other programming and human resources, the correctional centres believe we are maximizing the visiting hours for all inmates.

Although visiting is an important program in the correctional centres, the correctional centres have to balance visiting with inmate programming and security needs. This requires programs, space and staff available to facilitate programs that address the criminogenic needs of the inmates.

*t) **Minimize the use of blanket policies that restrict visiting privileges for all inmates when only some inmates' behaviours warrant restrictions.***

Status: This recommendation is accepted and complete.

Discussion: The Directors use discretion to ensure the correctional centres are safe, secure and free of any contraband or weapons. Because of this, visiting may be affected. The existing divisional policy allows the Directors to use their professional judgment. This process is used only on an 'as needed' basis.

*u) **Establish a reporting system that will improve Corrections' ability to objectively determine the volatility of its correctional institutions.***

Status: This recommendation is accepted.

Discussion: The feasibility of implementing more formal measures will be assessed.

The correctional centres currently rely on staff observation and incident reports. For example, after each incident of a serious nature we will conduct an investigation to ensure best practices were demonstrated. There are also reporting mechanisms through the Occupational Health and Safety Committee and Union/Management Committee. Manitoba Corrections has a formal method of assessing volatility of its correctional centres. We will review the Manitoba checklist to determine if it is appropriate and feasible to incorporate in the correctional centres.

*v) **Establish reliable and objective statistical criteria on drug use in the correctional centres to serve as a base for a drug interdiction strategy.***

Status: This recommendation is accepted.

Discussion: This is an ongoing agenda item at the Deputy Directors of Security/Operations Committee Meetings. A strategy is being developed which includes data gathering on the Corrections Management Information System (CMIS). We anticipate the strategy being completed by September 2003.

w) Ensure that sufficient resources are available for ongoing training of the crisis management teams.

Status: This recommendation is accepted and complete.

Discussion: Each correctional centre has developed a training module for their Crisis Management Teams. This training incorporated mock exercises to ensure team members know what their role is during a crisis.
Each correctional centre will give priority to on-going training of the crisis management teams in the operations of the correctional centres.

x) Acquire portable radios that enable direct communication with fire and police for all centres.

Status: This recommendation is accepted with limitations.

Discussion: The correctional centres have determined the best communication system for local circumstances. The Prince Albert Correctional Centre up-dated their portable radio contract in January, and decided not to purchase the direct communication radios. The centres consulted with emergency services in the Prince Albert area and have determined their current system efficient and effective.

The Pine Grove Correctional Centre has determined the current system is effective and efficient.

The Regina and Saskatoon Correctional Centres are equipped with a number of portable radios, which have direct communication with emergency services. The Regina and Saskatoon Correctional Centres conducted a need analysis based on a review of various incidents in the centres. Based on this analysis, the centres opted for enhanced radio services when time came to renew the contracts.

y) Provide work, education or training opportunities for all eligible inmates.

Status: This recommendation is accepted in principle.

Discussion: The correctional centres do provide a significant level of programming. Ideally, the correctional centres would like to offer more work, education and training programs. Realistically, this is tempered by funding approval, sufficient program space, inmate willingness to participate and security and safety factors.

All inmates who are eligible to take part in the work, education and training programs are encouraged to do so. This is part of our Integrated Case Management. However, not all inmates are willing or able to work, or participate in education and training programs.

In the 2001-2002 fiscal year, there were 2,517 inmates admitted to the provincial correctional centres on warrants of committal. This figure does not include intermittent, fine default or federal inmates. There were 2,050 program enrollments in inmate programs within the correctional centres in that fiscal year. Out of the 2,050 enrolled, 1,037 inmates completed the various programs.

z) Continue to identify and implement measures to discourage gang membership and avoid gang activity.

Status: This recommendation is accepted and complete.

Discussion: In November 2002, the existing policy on gang membership and gang activity was revised. This policy reflects the need to identify and discourage gang membership and activity and also allows the centres to implement measures to discourage gang activities.

The correctional centres have assigned one specific staff at each centre with the responsibility for identification and monitoring of gang activity and for ongoing communication/education of staff or others about gang activity.

The correctional centres also work in conjunction with the local police forces to identify and contain gang activity. This relationship has had a significant impact on controlling gang activities in the correctional centres.

aa) Develop programming to help inmates end their gang involvement.

Status: This recommendation is accepted and complete.

Discussion: Inmates are expected to participate in correctional programs that address their risk levels and criminogenic needs. Failure to participate in programs can result in administrative sanctions, loss of privileges, and restrictions in terms of access to reintegration opportunities.

In June 2003, there will be a change to *The Correctional Services Act*, which will require inmates to earn their remission by following the rules and regulations within correctional facilities and actively participate in available programs.

The Regina and Prince Albert Correctional Centres offer programming to inmates who currently belong to gangs or are former gang members. The programs (Cognitive Skills and Opening Doors) are designed to develop a skill set that will assist the inmate to consider the choices and options to being involved with a gang.

The Saskatoon and Pine Grove Correctional Centres are currently exploring other ways to improve the existing programs offered to inmates. This review will also include the development of programming, which may help an inmate end their gang activity or involvement.

3. Inmate Property Control

a) Except where differences can be reasonably justified, standardize personal property allowances in the four centres.
b) Develop policy-addressing handling of escaped inmates' property.
c) Search the cell before an inmates occupies it for the first time or supervise the search when an inmate searches his or her cell before occupying it for the first time.
d) Develop policy addressing procedures to be followed when an inmate claims his or her property is missing.
e) Ensure that all documentation regarding inmate property is always completed properly.

Status: These recommendations are accepted and complete.

Discussion: The Assistant Deputy Minister had requested a review of all-provincial policies and procedures regarding inmate property in the correctional facilities. This review has been completed and a policy developed effective December 2002, which has addressed the recommendations found in the Ombudsman's Review.

f) Ensure that inmates are aware that they can report suspected theft to the police.

Status: This recommendation is accepted.

Discussion: This will be dealt with in the development of an Inmate Handbook with an anticipated completion date of June 2003.

4. Programming

a) Provide effective programming to inmates with mental or learning disabilities comparable to the programming available to other inmates.

Status: This recommendation is accepted and complete.

Discussion: Any inmate who has been identified as having mental or learning disabilities is reviewed on a case by case basis and if it is determined there is a need for community partnership, it will occur. The correctional centres have a consultative working relationship with Mental Health and the Health Districts and do rely on their services when dealing with inmates with mental or learning disabilities.

Where it is reasonably possible, we make every attempt to integrate inmates who appear to have disabilities into the general population. Corrections divisional policy Integrated Case Management addresses this recommendation.

b) Use public education programs to emphasize the need to help inmates adjust to a law-abiding and productive lifestyle, and the consequent benefit to everyone in the community.

Status: This recommendation is accepted and complete.

Discussion: This is captured in Corrections Integrated Case Management program. Aboriginal community groups, Saskatchewan Institute of Applied Science and Technology and other public education programs come into the correctional centre to provide enhanced programming. The correctional centres rely on these public education programs as part of our reintegration process.

The Prism Industry Program in the correctional centres is promoted in the community as a means of developing employment skills for inmates in conjunction with providing a service to the consumer. The linkage established with the correctional centres and the consumer is very important. There have been occasions when an inmate released from the correctional centre will begin employment at one of the businesses on contract with Prism Industries.

The mission of Corrections Division is promoted though various means. Staff from the various correctional centres have set up informational booths during Career Day. This forum provides the opportunity for the public to ask questions pertaining to the correctional centres and the services we provide. The Regina Correctional Centre has a contract with the Saskatchewan Institute of Applied Science and Technology (SIAST) to facilitate a Short Order Cook program with the inmates. This partnership is vital because it allows SIAST to recognize the importance of reintegrating the inmate back into the community. It is not uncommon for an inmate who has completed the program to have a job waiting upon discharge. Corrections Division has gang liaison coordinators from the correctional centres who make presentations in the community regarding gangs. The gang liaison coordinators work in conjunction with the Police Services. The Department of Corrections and Public Safety also has a web site that the public can access. The correctional centres have also facilitated tours of the centres for university classes.

c) Secure sufficient resources to implement the strategic correctional program plan.

Status: This recommendation is accepted in principle.

Discussion: The department strives to provide programs that will address criminogenic needs and provides reintegration opportunities for inmates. In the past five years, Corrections and Public Safety has seen a 35 percent budget increase. This increase has resulted in the development and implementation of various programming which addresses the criminogenic needs of inmates.

In the 2001-2002 fiscal year, there were 2,517 inmates admitted to the provincial correctional centres on warrants of committal. This figure does not include intermittent, fine default or federal inmates. In that same year, there were 2,050 program enrollments in inmate programs within the correctional centres. Out of the 2,050 enrolled, 1,037 inmates completed the various programs.

This recommendation will continue to be one of the Key Action Items for the Department of Corrections and Public Safety.

5. Case Management

a) Emphasize the need to complete an inmate's case plan as soon as possible, preferably within the first week following admission.

Status: This recommendation is accepted in principle.

Discussion: Best practice indicates 28 days is the most effective for establishing a thorough and well-developed case plan. The case manager must establish a trust relationship with the inmate as well as gather all pertinent information about the offence, environmental history, etc. Until this information is gathered, an appropriate risk assessment cannot be completed. However, activities such as work placements are to be started prior to the completion of the case plan.

b) Provide case management and programming to inmates in segregation.

Status: This recommendation is accepted with limitations.

Discussion: A Secure Programming Advisory Committee is assessing the case management of inmates in segregation and secure units and what types of programs are the most effective based on the structural limitation of the secure units. For example, the Regina Correctional Centre does not have a program area for Administrative Segregation. As there are obvious security concerns with mixing high secure inmates with the general population, the lack of program space presents serious limitations on delivering programs

to these inmates. The emphasis with case planning will be moving these inmates to lower security units and accessing programs in the general population.

c) Offer case management and programming to remand inmates.

Status: This recommendation is accepted with limitations.

Discussion: Although this recommendation has merit it is very difficult to implement based on the 'revolving' remand inmate population and for those inmates who feel taking programs is an indication of guilt. Some limited programming has been made available to remanded inmates.

For example, the Pine Grove Correctional Centre does not differentiate between sentenced and remanded inmates. Inmates at Pine Grove are offered work education and training placements and access to recreational activity opportunities based on their security level and need. The Saskatoon Correctional Centre allows low security remanded inmates to apply for programs and work placements.

The Prince Albert Correctional Centre also offers programming to low security remanded inmates when program space is available. Regina Correctional Centre does not mix remanded inmates into the general population.

6. Medical Services

a) Ensure inmates are aware of the medical services available to them and how to obtain them.

Status: This recommendation is accepted.

Discussion: An informational handbook is in draft form. This handbook will include what medical services are available to inmates and how to obtain them. This handbook will be completed by September 2003.

b) Inform inmates that they have the right to appeal to the College of Physicians and Surgeons if they disagree with the medical care they are receiving.

Status: This recommendation is accepted.

Discussion: The process to contact the College of Physicians and Surgeons will be addressed in the Inmate Handbook.

c) Provide a detoxification program comparable to what is available in the community.

Status: This recommendation is not accepted.

Discussion: The correctional centres are not staffed nor equipped for detoxification programs. The centres do implement the detoxification protocols recommended by the centre physician. In the event of an inmate going through withdrawal or in need of medical detoxification intervention, the inmate will be transported to hospital.

d) Take steps to reduce the waiting time for dental treatment to something close to the waiting time in the general community.

Status: This recommendation is accepted and complete.

Discussion: This was identified as a contract issue at the Prince Albert Correctional Centre that has now been addressed. Inmates who are requesting dental services are placed on the dentist list and are seen on a first-come, first-served basis. Those inmates who require emergent dental care are escorted into the community.

e) Ask all inmates during the admission process whether they require accommodations for disability.

Status: This recommendation is accepted.

Discussion: This recommendation will be addressed through a revision of the existing admission medical form and will further be emphasized to all health care providers and Corrections Workers. This will be completed by September 2003.

f) Examine the accommodations for disabilities presently provided to ensure that they comply with the duty to accommodate under the Saskatchewan Human Rights Code.

Status: This recommendation is accepted in principle.

Discussion: It has been the experience in the correctional centres that a case conference is conducted on those inmates who present with disabilities. The case conference may include community-based organizations (Independent Living) and other stakeholders. It would be unrealistic for the correctional centres to dedicate specific units for those inmates with disabilities, as this is not a common occurrence. Each case is reviewed and accommodations are made according to the assessment.

g) Explain clearly in policy and in workshops under what circumstance Corrections Workers and medical staff are permitted to share information, and what the limits and rules are.

Status: This recommendation is accepted.

Discussion: This concern is addressed in the Release of Information divisional policy, Health Care Standards (still in draft form), and the Induction Training Program. This recommendation will be considered as an agenda item at the Deputy Directors of Security/Operations Working Committee meeting for further discussion of possible enhancements to the training workshop offered to the Assistant Deputy Directors of Security.

h) Permit in.. .tes who would otherwise be eligible for the Methadone program to participate while they are incarcerated.

Status: This recommendation is accepted with limitations.

Discussion: Changes have been made to the Methadone divisional policy and it has been submitted to the Human Rights Commission for review. The College of Physicians and Surgeons is also being consulted about the policy.

The current practice of the Methadone Maintenance Program is for those inmates who are currently on Methadone when admitted to the correctional centre will be maintained on the program. Those inmates who are not on the program but are requesting to be on the program will be referred to the prescribing Methadone physician. The correctional centre physician will facilitate this referral. Once the inmate is assessed and meets the provisions outlined in the Saskatchewan Methadone Guidelines for the Treatment of Opioid Addiction, the inmate will be put on the program.

According to the Saskatchewan Methadone Guidelines for the Treatment of Opioid Addiction, the College of Physicians and Surgeons recognizes "that opiate addicted patients in correctional facilities present a particular problem, since there are logistical and other difficulties in administering either opiates or Methadone". The College recognizes further that there has been considerable progress in the management of these patients.

As the Methadone Maintenance Program involves considerable on-going counselling, monitoring and urine testing, the implications of facilitating this recommendation are restricted due to the high human resources requirements and secure storage needs for this medication. It is anticipated this policy will be finalized by October 2003.

i) Address the conflict that exists between inmates' needs to protect themselves from contagious diseases, such as tuberculosis and the individual inmate's right to privacy.

Status: This recommendation is accepted.

Discussion: All correctional centres have established protocols with the Regional Health Authorities. As in the community, medical information is private and cannot be shared except as allowed by relevant legislation. This is also true in the correctional centres. In the event, a correctional centre is aware of an inmate having an infectious or contagious disease and having had contact with others, the correctional centre nursing unit will initiate their protocol which includes contacting Public Health, to ensure those people will be contacted and informed of the risk.

j) That all centres ensure the Pharmaceutics and Therapeutics Committee is operating and that the provisions for services in the pharmaceutical contracts are utilized.

Status: This recommendation is accepted in principle.

Discussion: The Health Care Review Committee will assume the role of the Pharmaceutics and Therapeutics Committee. They will consult with the College of Physicians and Surgeons to determine if there is a more efficient and effective manner in which to deliver pharmaceutics and therapies in the correctional centres.

k) Consult with Aboriginal and Métis groups to determine the most effective way to deliver health care services that respect Aboriginal traditions.

Status: This recommendation is accepted.

Discussion: The Department is working in partnership with Aboriginal Governments, communities and organizations to deliver correctional programs and services that help reduce re-offending and create opportunities for safer communities.

Although this is already occurring in the correctional centres through the use of Elders, we will have further discussions at the Health Care Review Committee.

l) Establish a single authority with the required expertise to oversee the delivery of medical services.

Status: This recommendation is not accepted.

Discussion: We believe our existing Health Care Review Committee is an appropriate forum to oversee the delivery of medical services. To ensure the correctional centres are providing the best services to the inmates, Corrections Division will make linkages with the Department of Health and the local Health Districts and any other medical service provider(s) who may act in an advisory capacity. This method provides for a higher level of service integration and respects the roles of local health professionals.

m) Create detailed provincial guidelines for the treatment and management of communicable disease.

Status: This recommendation is accepted and complete.

Discussion: The correctional centres utilize the Public Health Authority provincial guidelines for the treatment and management of communicable diseases. Additionally, the Health Care Review Committee has developed comprehensive health care standards for the correctional centres.

n) Ensure that all inmate transfers include consultation with nursing staff so that medical needs are addressed and communicated to the receiving centre.
o) Perform regular audits to ensure compliance with medical policy.
p) Take steps to address the staffing problems reported by the nursing units.

Status: These recommendations are accepted.

Discussion: The Health Care Standards document addresses these recommendations.

q) Provide all inmates with both written and verbal information about communicable diseases.

Status: This recommendation is accepted.

Discussion: This recommendation will be addressed in the Inmate Handbook that is being developed.

r) Remove restrictions, explicit or implied, on the drugs that physicians and dentists can prescribe.

Status: This recommendation is accepted.

Discussion: This issue is specific to the Pine Grove Correctional Centre. This issue has been addressed through dialogue with the physician, dentist and management of the centre.

s) Provide all staff members with regular refresher courses on the management of inmates with communicable diseases.

Status: This recommendation is accepted in principle.

Discussion: Communicable disease training will be considered in the annual learning plans submitted by the correctional centres, and considered with other training priorities.

t) Provide nurses with more opportunities for continuing education in both nursing and Corrections.

Status: This recommendation is accepted.

Discussion: This recommendation will be reflected in the Learning and Development divisional policy that is currently being implemented.

Each centre develops annual learning plans. This exercise will assist in identifying learning needs for health providers.

u) Offer contracted medical professionals training to familiarize them with the challenges they will face practicing medicine in a correctional environment.

Status: This recommendation is accepted and complete.

Discussion: Through the hiring process, we determine whether or not the medical professional has any prior experience working in a correctional setting. Further, there is significant dialogue that occurs between the centre directors and the medical professionals. If at that time, there is some concern about their safety and security identified, the centre will provide the necessary orientation. This recommendation is also captured in the Health Care Standards.

v) Establish a comprehensive, province-wide medical database that could be shared by medical staff in the four correctional centres.

Status: This recommendation is accepted in principle.

Discussion: This item is currently being addressed through the Health Care Review Committee.

w) Obtain professional advice on the state and suitability of existing medical equipment.

Status: This recommendation is accepted.

Discussion: The correctional centres will consult with various professionals to provide advice and conduct an assessment of our current equipment

*x) **Improve inmate access to mental health professionals.***

Status: This recommendation is accepted.

Discussion: Each correctional centre will refer inmates to health care professionals as required.

The correctional centres transfer inmates to the Regional Psychiatric Centre and the North Battleford Forensic Unit when a physician or court recommends this be done. Mental health professionals in the community provide services in the centres on a regular basis. Further consultation with the health districts will occur to improve service delivery.

*y) **Enhance programming designed to meet the mental health needs of the inmate population while they are incarcerated and after they are released.***

Status: The recommendation is accepted and complete.

Discussion: As part of Integrated Case Management, an inmate identified as having mental or learning disabilities are reviewed on a case by case basis and if it is determined there is a need for community partnership, it will occur.

7. Suicide and Self Injury

*a) **Allow inmates a minimum of one hour of physical exercise every day, with access to exercise equipment, outdoors if possible.***

Status: This recommendation is accepted with limitations.

Discussion: The correctional centres strive to ensure inmates are given the maximum amount of physical exercise possible in conjunction with the operational requirements of the centres. We will continue to explore options to enhance the exercise timeframes.

*b) **Ensure through policy and training that Corrections do not dismiss self-harming behaviour as manipulative without good reason.***

Status: This recommendation is accepted and complete.

Discussion: Correctional centre staff are recruited and trained to have professional judgement, and an understanding of human behaviour in an institutional culture. The Induction Training module – Suicide Awareness and Prevention offers the appropriate training to understand what are self-harming behaviour or manipulative actions.

c) Continue to improve the living environment in the correctional centres.

Status: This recommendation is accepted.

Discussion: Corrections Division is constantly striving to improve the living environment within approved budgets, and the realities of high counts and program space limitations.

d) With due regard to safety security concerns; ensure that all inmates are occupied in meaningful activities during the day.

Status: This recommendation is accepted in principle.

Discussion: We are striving to increase our ability to deliver effective programs to inmates to address their criminogenic needs and this will continue to be a priority for the Department.

e) Emphasize the importance of the role that all correction employees play in inmates' lives.

Status: This recommendation is accepted.

Discussion: The role of the Corrections Worker is emphasized in the recruitment and training phases.

f) Have nurses complete a suicide risk assessment upon admission and at other high-risk times, such as following the death of someone close or the breakdown of a significant relationship.

Status: The recommendation is accepted and complete.

Discussion: The revised (October 2002) divisional policy addresses this issue.

g) Emphasize the need for Corrections Workers to continue to consider the motivation behind inmate behaviour and to recommend treatment for inmates experiencing emotional distress whenever possible.

Status: This recommendation is accepted.

Discussion: The correctional centres will emphasize this in on-going supervision, integrated case management and induction training, and the practice of dynamic security.

h) Encourage the discipline panel to consider treatment as an option to punishment when the inmate's behaviour is the result of emotional distress.

Status: This recommendation is accepted and complete.

Discussion: The correctional centres strive to ensure those inmates, who are under emotional stress, are handled in a manner that is not seen as punitive.
There are several steps involved with the laying of a discipline charge. The Corrections Worker will use discretion as to whether or not the inmate should be charged.
The Corrections Worker will look at the institutional behaviour of the inmate and at any circumstantial evidence that would indicate the inmate is under some emotional distress.
If the Corrections Worker does decide to charge, the supervisor will review the charge. At that time, a discussion might occur about the incident and whether or not a discipline charge should be laid.

If the charge does go before the panel, the chairperson may use their discretion and adjourn the panel until more information is obtained.

Corrections Division believes the new regulations and planned training for Discipline Panel Chairpersons will reinforce this recommendation.

i) Increase phone and visiting privileges for suicidal inmates to allow them better access to family and community supports.

Status: This recommendation is accepted.

Discussion: The importance of facilitating family and community contacts is considered and emphasized in the case management of any suicidal inmate.

j) Designate a representative from each centre to meet with the survivors of deceased inmates.

Status: This recommendation is not accepted.

Discussion: It is not realistic to have a blanket policy of having a correctional employee meet with the survivors of deceased inmates. We will continue to assess each situation on a case by case basis.

k) Bring the living environment in all four centres up to equivalent standards.

Status: This recommendation is not accepted.

Discussion: This recommendation is not possible due to the physical structure and age of the correctional centres. Budget submissions identifying our capital needs are submitted each year and are considered within the overall government budget process.

It is not realistic to expect facilities built many years apart can provide equivalent living environments.

l) Revise policy to state that isolation is to be used only as a last resort in suicide prevention.

Status: The recommendation is accepted and completed.

Discussion: This recommendation has been addressed since the revision of the Suicide Prevention policy in 2002.

m) Expose suicidal inmates who have to be segregated and closely observed to as much human contact as possible, and allow them as much freedom of movement as possible to minimize their sense of isolation.

Status: This recommendation is accepted with limitations.

Discussion: This issue is specific to the Regina Correctional Centre. The correctional centre is researching innovative ways to facilitate the freedom of movement but has to be cognizant of the unique safety and security issues this creates.

n) ***That Corrections offer refresher training in suicide prevention to ensure that all staff members have training that is up to date.***

Status: This recommendation is accepted in principle.

Discussion: Corrections Division is assessing the priority training needs of staff with the available funding for training.

o) ***Prepare a booklet explaining the role of volunteers for the peer support program.***

Status: This recommendation is not accepted.

Discussion: This protocol has been removed from the revised divisional policy due to issues regarding inmate liability and training. The current policy does not allow for the peer support program.

p) ***That Corrections provide all caseworkers with standardized guidelines to follow for inmates who have been recently treated for suicidal risk.***

Status: This recommendation is accepted.

Discussion: This recommendation is addressed in the Health Care Standards (draft).

q) ***Develop policy and procedures for staff to follow if they discover a suicide victim.***

Status: This recommendation is accepted.

Discussion: This recommendation is addressed in the Health Care Standards (draft).

8. Discipline

a) ***Ensure that all inmates have ready access to The Correctional Services Act and Regulations and are aware of the procedure for obtaining it.***

Status: This recommendation is accepted.

Discussion: The Pine Grove Correctional Centre has placed copies of *The Correctional Services Act* throughout the building. The other correctional centres have provided inmates access to the *Act* by placing it on the units. However, the *Act* has often gone missing or was destroyed. Therefore, they adopted the practice of providing copies of the *Act* to inmates upon request. This request could be made by either the unit staff, unit supervisor or by written request to the Director. We honour all requests from inmates for a copy of the *Act*. The procedures to obtain a copy of the *Act* will be included in the Inmate Handbook.

b) ***Ensure that the imposition of sanctions is in accordance with the regulations.***

Status: This recommendation is accepted.

Discussion: The Deputy Director of Security/Operations Working Committee is developing a training module specific to Discipline Panel. This module will be similar to the Induction Training Process in that all designated staff must complete the module before chairing the discipline panel.

c) ***Include "adjournments at the request of the inmate" in the list of permitted reasons for adjournments on the discipline charge reports.***

Status: This recommendation is accepted.

Discussion: This recommendation will be part of the new discipline charge reports.

*d) **Ensure that discipline panels advise inmates that if they are not ready to proceed, they have the right to request an adjournment.***
*e) **Encourage inmates to make representations regarding guilt and sentencing.***
*f) **Document the reasons for the discipline panel's decision in detail, including in writing on the charge report, and provide a copy of this information to the inmate.***
*g) **Ensure that discipline panel members are aware of their responsibility to verify that charges are specific and appropriate and that inmates are provided with full and clear information that identified the specific incident and charge prior to the discipline panel hearing.***

Status: These recommendations are accepted.

Discussion: The Deputy Director of Security/Operations Working Committee is developing a training module specific to the Discipline Panel. This module will be similar to the Induction Training Process in that staff designated to chair the discipline panel must complete the module before chairing the discipline panel.

*h) **Afford inmates appearing before discipline panels the opportunity to be represented by an agent, including an agent chosen from among other inmates.***
*i) **Explore the willingness of appropriate non-governmental agencies to provide competent representation for inmates appearing before discipline panels.***

Status: These recommendations are accepted in principle.

Discussion: The proposed changes to the Discipline regulations will allow an inmate to be assisted by a person to present a defense. The chairperson of the panel must authorize the request by the inmate for assistance ffrom another person or offender.

*j) **Amend the regulations as necessary to ensure orderly and timely proceedings and to accommodate representation by an agent.***

Status: This recommendation is accepted and complete.

Discussion: The revisions to *The Correctional Services Act* address this recommendation.

*k) **Restructure the membership of discipline panels so that they are entirely or at least partly composed of members who are not employees of Corrections, or at least not Correctional Centre staff members.***

Status: This recommendation is not accepted.

Discussion: Corrections Division believes that the correctional centres can conduct a fair and just hearing as provided for in the Discipline regulations.

l) Ensure that subdelegation of discipline panel membership ceases.

Status: This recommendation is accepted.

Discussion: This recommendation is complete as per the direction of the Executive Director of Corrections in the summer 2002.

m) Clarify the decision-making process to be followed by the discipline panel members in the regulations.

Status: This recommendation is accepted.

Discussion: The changes to the regulations establish the decision-making responsibility of the panel.

n) Clarify in policy the expectations and standards for a full and fair hearing and thorough and objective inquiry.

Status: This recommendation is accepted in principle.

Discussion: This policy is dated and will need to be amended to reflect the changes to the Regulations. In order to align with our guiding principles, we will incorporate this recommendation in our policy rework. The divisional policy will be revised and complete by September 2003.

o) Adopt 'beyond a reasonable doubt' in policy as the standard for discipline panel decisions.

Status: This recommendation is not accepted.

Discussion: The discipline panels conducted in the correctional centres are not a court of law. *The Correctional Services Act* states "an employee or other person providing a correctional service who believes, on reasonable grounds, that an inmate has committed…" As this legislation governs our activities, we will continue to use "reasonable and probable grounds" as the standard for discipline panel decision.

p) Emphasize the need for directors to provide inmates with full reasons for appeal decisions.

Status: This recommendation is accepted and complete.

Discussion: This recommendation is reflected in the current divisional directive Inmate Complaints in Correctional Facilities.

q) Take steps to ensure that appeal responses meet time requirements.

Status: This recommendation is accepted.

Discussion: The correctional centres will implement internal controls to track appeals and meet the legislative requirements.

r) Amend the voluntary sanction form presently in use to include an admission of guilt.

Status: The recommendation is accepted.

Discussion: This recommendation is specific to the Saskatoon Correctional Centre.

s) Cease imposing group sanctions.

Status: This recommendation is accepted in principle.

Discussion: This recommendation has been implemented and is considered complete as of 2001.

t) Discontinue the use of cancellation of earned remission as a sanction for disciplinary offences unless some or all of the members of the panel who are not correctional centre employees have appropriate legal training.

Status: This recommendation is not accepted.

Discussion: The current legislation allows for the loss of remission as a sanction. Staff who receive appropriate training about chairing a discipline panel can exercise this responsibility properly.

u) Examine the disciplinary process and consult with Aboriginal groups to determine if changes are necessary to meet the special needs of Aboriginal inmates.

Status: This recommendation is accepted.

Discussion: Corrections Division will consider reviewing and researching this issue with the correctional centre Elders to determine if any changes to the process are warranted to meet the special needs of Aboriginal inmates.

*v) **Ensure that all panel members are appropriately trained and qualified to adjudicate matters involving loss of liberty.***

Status: This recommendation is accepted.

Discussion: The Deputy Director of Security/Operations Working Committee is developing a training module specific to Discipline Panel. This module will be similar to the Induction Training Process in that all delegated staff must complete the module before chairing the discipline panel.

*w) **Examine the current discipline panel procedures with the goal of increasing inmate confidence in the discipline process.***

Status: This recommendation is accepted.

Discussion: The proposed amendments to *The Correctional Services Act* provide more opportunities for inmates to provide a defense against charges and require the Panel to respect inmate rights in making decisions.

9. Segregation

*a) **Provide all segregated inmates with a minimum of one full hour of quality physical exercise, including access to exercise equipment.***

Status: This recommendation is accepted in principle.

Discussion: The correctional centres will provide a minimum of one hour of exercise per day to segregated inmates after 48 hours except in extreme situations. There is a Program Advisory Committee reviewing the programming needs of inmates housed in the segregation and secure areas of the correctional centres.

Inmates did have access to exercise equipment at one time however; the equipment was removed due to safety and security reasons of other inmates and staff. It may not be feasible to re-instate access to such equipment.

*b) **Ensure that inmates are provided meaningful and detailed reasons for placement in segregation.***

Status: This recommendation is accepted and complete.

c) ***Provide inmates with the evidence that will be considered by the security review panel.***

Status: This recommendation is accepted.

Discussion: Inmates moved to segregation are provided a document indicating the reason for the move. This information should be sufficient and adequate and provide details on which the decision to move was based.

Moves to the secure area occur from a number of circumstances. Many inmates are moved as a result of a disciplinary action. Those inmates are given a discipline charge sheet, which generally contains the situation and the reason for the move to secure. Under *The Correctional Services Act*, inmates have the right to appeal any discipline charge as well as the placement in secure.

Those inmates who are moved to secure are given documented reason for the move. The direction provided to all the correctional centres in 1999 requires that all relevant information used in decision making about an inmate must be shared with the inmate except when safety and/or security are a direct concern.

In these circumstances, the inmate is to be provided with the gist of the information in as much detail as possible without divulging the confidential aspect of the information.

Further, the information given to the inmate when the Security Review Panel decides to segregate or continue to segregate will consist of:

- Security rating assigned;
- Reasons for the segregation or continued segregation; and
- A behavioural change plan, which will ensure the inmate is made aware of acceptable behaviour within the correctional centre. This will allow the Security Review Panel to review the inmate's progress against measurable criteria.

Direction was given to all correctional centre directors to ensure their standing orders be revised to ensure the best interest of the inmate is maintained. Those orders have been revised.

In January 2002, Corrections divisional policy was revised to provide standards for the review of an appeal or complaint by an inmate of a correctional centre.

Corrections have implemented in provincial policy an appeal response time of two days in instances of placement in Secure or Administrative Segregation. This appeal response time was reduced from seven days to ensure the appeals were dealt with in a timely and efficient fashion.

Correctional centre directors maintain a record of all appeals received and the outcomes. This record serves as a base for periodic evaluations of complaint processing within the centre and is readily available for review by the Ombudsman or other officials conducting external investigations of complaints launched by inmates.

d) Give inmates sufficient time to consider the evidence that will be considered by the security review panel.

Status: This recommendation is accepted.

Discussion: The current divisional policy is being revised. This recommendation will be taken into consideration based on the feedback from the correctional centres and the operational implications that they may experience.

e) Allow inmates to address the security review panel in person or in writing prior to their deliberations.

Status: This recommendation is not accepted.

Discussion: Written submissions are permitted, however, based on security and safety considerations, inmates will not be allowed to address the security review panel in person unless the director has approved the request.

f) Allow inmates appearing before a security review panel the opportunity to be represented by counsel or an agent, including an agent chosen from among other inmates.

Status: This recommendation is accepted with limitations.

Discussion: Corrections believe those inmates who cannot adequately represent themselves can and should be offered the assistance of competent representation. However, we do not feel "other inmates" would competently and adequately represent the interests of the inmate being reviewed.

g) Explore with appropriate non-governmental agencies their willingness to provide competent representation for inmates appearing before security review panel.

Status: This recommendation is accepted.

Discussion: The correctional centres have allowed the Elder to attend a hearing and present information to the panel if it is relevant to the security review.

The revised Regulation allows for an inmate to make an oral or written submission to the Director. It is acceptable for the inmate to submit documentation from appropriate non-governmental agencies.

h) Appoint an independent, outside adjudicator to review decisions regarding segregation and continued segregation.

Status: This recommendation is not accepted.

Discussion: The Director is responsible for, and capable of reviewing all decisions regarding segregation in a professional, objective manner.

i) Follow the same criteria for making the decision to continue to segregate an inmate as was followed in the initial decisions to impose segregation.

Status: This recommendation is accepted.

j) Provide full reasons for the security review panels decisions, unless doing so would compromise security interests.

Status: This recommendation is accepted and complete.

Discussion: This recommendation is implemented through the revised divisional directive The Sharing and Release of Inmate Information and Documentation.

k) Make decisions to implement an alternative to segregation in accordance with the principles of fundamental justice.

Status: This recommendation is not accepted.

Discussion: *The Correctional Services Act* is based on the concept of progressive discipline mechanism. Inmates who receive a discipline charge and appear before the discipline panel is subjected to a sanction that is progressive. For example, if the infraction is minor the sanction will reflect the severity. Those inmates who appear before the security review panel on a consistent basis and for more severe infractions will be subjected to the appropriate sanction outlined in the Regulations.

l) Prepare a handbook for segregated inmates explaining the rules, rights and expectations in segregation.

Status: This recommendation is accepted and implementation in underway.

Discussion: This recommendation will be addressed through the development of the Inmate Handbook.

m) Allow segregated inmates to make at least one personal call daily.

Status: This recommendation is accepted.

Discussion: During out of cell time, the inmate has access to the telephone and can make personal calls. There is a process already established which allows inmates to request a personal call aside from their out of cell time. They must submit a request slip to the team leader or ask to speak to the unit supervisor. When time permits the inmate will be given the personal call.

n) Provide the opportunity for segregated inmates to make phone calls during a time other than their exercise period.

Status: This recommendation is accepted.

Discussion: There is a process already established which allows inmates to request a personal call outside of their exercise period. They must submit a request slip to the team leader or ask to speak to the unit supervisor. Their request will be granted when operationally feasible to do so.

As defined in the current divisional directive Inmate Contact with Privileged Organizations, segregated inmates have unlimited access to the telephone when requesting to speak to a privileged organization.

o) Ensure that property allowances in the segregation units of the four centres are reasonably equivalent and as generous as possible.

Status: This recommendation is accepted and complete.

Discussion: This recommendation is addressed in the existing Inmate Property policy.

p) Provide segregated inmates in all four centres the opportunity to shower daily if they wish.

Status: This recommendation is accepted in principle.

Discussion: This recommendation will be discussed at the Secure Programming Advisory Committee.

q) Increase the frequency of security review panel hearings for a segregated inmate to once a week.

Status: This recommendation is not accepted.

Discussion: If the circumstances which led to an inmate being placed in segregation have changed or it is deemed necessary or appropriate, we will review segregated inmate's placement prior to the next security review panel. The current legislation states " the security review panel shall review the continued segregation of an inmate at least every 21 days".

r) Provide segregated inmates with programming and privileges consistent with Corrections' policy of least restrictive measures.

Status: This recommendation is accepted.

Discussion: The higher security units provide less freedom and flexibility than the lower security units or general population. Each correctional centre will monitor these units to guard against punitive treatment of inmates.

s) Provide inmates segregated for non-disciplinary reasons with rights and privileges equivalent to those they would receive in general population, to the extent reasonably possible.

Status: The recommendation is accepted in principle.

Discussion: This is difficult to manage in a high security area of the correctional centre as program space and resources are very limited in these areas.

t) Use the segregation unit for overflow living space only when absolutely necessary in the event of an emergency.

Status: This recommendation is accepted.

Discussion: We believe we are already carrying out this recommendation and upholding our guiding principles of the use of least restrictive measures.

u) Take steps to enable segregated inmates waiting for cell vacancies in general population to participate in programming and have privileges in keeping with their right to be part of general population.

Status: This recommendation is not accepted.

Discussion: It is not feasible to allow inmates to come and go unescorted into the segregation areas of the correctional centre. Traffic in and out of these areas is kept to a minimum to prevent contraband entering the unit and to minimize any security breaches.

The correctional centres make every attempt to ensure inmates are cell placed in accordance to their security rating and are not maintained in a high secure area any longer than is necessary.

v) Keep records on the use of segregation that can be used for statistical analysis.

Status: This recommendation is accepted and complete.

Discussion: The correctional centres are required to submit quarterly statistics to the Assistant Deputy Minister. These statistics capture the information regarding the use of segregation.

w) Provide programming to segregated inmates tailored to their specific needs.

Status: This recommendation is accepted and complete.

Discussion: This recommendation has been addressed in our Integrated Case Management divisional policy.

x) Ensure that a release plan is prepared for each segregated inmate that enables him or her to work toward definite goals and minimizes the indefiniteness of stay in segregation.

Status: This recommendation is accepted and complete.

Discussion: The Integrated Case Management divisional policy addresses this recommendation.

10. Remand Inmates

a) Resort to double bunking for remand inmates only as an extraordinary, temporary measure in response to an emergency until other accommodation can be found.

Status: This recommendation is not accepted.

Discussion: The correctional centres must resort to double bunking when the demand for bed space increases beyond our regular capacity.

b) Draft policy-addressing protocol for the reception of remand inmates that emphasizes the need to balance professional vigilance with compassionate support.

Status: This recommendation is not accepted.

Discussion: Although we agree with the principle, Corrections Division does not support drafting policy for what we consider to be a basic aspect of the Corrections Worker role.

c) Take steps to minimize the risk of harm to inmates in transit.

Status: This recommendation is accepted.

Discussion: Seatbelts are provided in the escort vehicles for the inmates to use when transported outside of the correctional centre.

The recommendation will be addressed in the development of the Inmate Handbook.

This recommendation will be discussed as an agenda item at the Deputy Directors of Security/Operations Working Committee to emphasize the requirement of the use of seatbelts while transporting inmates.
Corrections will continue the practice of externally locking escort vehicle doors. The correctional centres are responsible for the prevention of escapes when escorting inmates. The responsibility for public safety outweighs the potential for injury while being transported outside of the correctional centre.

d) ***Standardize phone privileges in the four centres.***

Status: This recommendation is accepted.

Discussion: The correctional centres will review its feasibility in relation to the operational needs and requirements of the four correctional centres. This review will be completed by September 2003.

e) ***Provide remand inmates in Regina with better access to a private line for phone calls.***

Status: This recommendation is accepted.

Discussion: The Regina Correctional Centre has accepted this recommendation for implementation and is exploring their options for installation. The installations of the private phone line will be in effect by June 2003.

f) ***Standardize out of cell time for remand inmates in the four centres.***

Status: This recommendation is accepted in principle.

Discussion: The correctional centres will review the implications of this recommendation in relation to the operational needs and requirements of the centres.

g) Maximize the exercise time available to remand inmates and, to the extent possible given the differences between the physical structures of the four centres, standardize the available exercise time.

Status: This recommendation is accepted.

Discussion: We are allowing the maximum exercise times available to remand inmates based on the operational needs and requirements of the four correctional centres.

h) Offer case management and programming to remand inmates, especially those serving extended periods of time on remand status.

Status: This recommendation is accepted in principle.

Discussion: Although this recommendation has merit it is very difficult to implement based on the "revolving" remand inmate population and for those inmates who feel taking programs is an indication of guilt. Some limited programming has been made available to remanded inmates.

For example, the Pine Grove Correctional Centre does not differentiate between sentenced and remanded inmates. Inmates at Pine Grove are offered work education and training placements and access to recreational activity opportunities based on their security level and need. The Saskatoon Correctional Centre allows low security remanded inmates to apply for programs and work placements. The Prince Albert Correctional Centre also offers programming to low secure remanded inmates when program space is available. Regina Correctional Centre does not mix remanded inmates into general population.

i) Develop policy addressing the need to help remand inmates retain employment and accommodation.

Status: This recommendation is accepted with limitations.

Discussion: Although there is limited case management with remanded inmates, the correctional centres allow telephones and visiting privileges. These privileges may assist the inmate in retaining employment and accommodation by providing an opportunity for the inmate to maintain contact with the landlord or employer. Adult Corrections does not believe there is a need for a policy to address this issue.

j) Maximize visiting allowances for remand inmates, especially those serving longer periods on remand status.

Status: This recommendation is accepted.

Discussion: We make every attempt to maximize the amount of visiting allowances for remanded inmates. We believe we are maximizing visits based on the operational needs of the correctional centres.

11. Staff Training, the Rule of Law and the Duty of Fairness

a) Continue efforts to increase the percentage of Corrections Workers who meet the required standard for knowledge of the rule of law and duty of fairness.

Status: This recommendation is accepted.

Discussion: This is currently being done through various training and unit meetings, the recruitment process and the alignment of core competencies. It is also addressed in the Corrections Worker Training Program.

b) Implement a process to determine individual Corrections Workers' training needs.

Status: This recommendation is accepted.

Discussion: Corrections Division has a draft Training and Development divisional policy that is being implemented. We believe this policy will address this recommendation.

c) Take steps to ensure that training is available to meet identified ongoing training needs.

Status: This recommendation is accepted in principle.

Discussion: Training resources have to be prioritized and matched to the overall training priorities of the correctional centres.

12. Regina Provincial Correctional Centre

a) Bring the main Complex of the Regina Correctional Centre up to current building standards or build a new facility.

Status: This recommendation is accepted in principle.

Discussion: It is a large project and it must be assessed against other infrastructure priorities. We appreciate the difficulty faced by inmates and staff due to the age and deterioration of the Regina Correctional Centre. We are publicly committed to replacing the oldest part of the facility, including $150,000 in the 2003-2004 provincial budget for detailed design and planning. At this point, the timing and scope of the project remains to be determined.